

WORKING DOCUMENT

TECHNICAL MEMORANDUM: TASK 4.2

INTERGOVERNMENTAL PROCESS

JAN 8 1998

FOR THE FIRST YEAR--OUTER CONTINENTAL SHELF STUDY

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IV. ACTIVITY NO. 4 - INTERGOVERNMENTAL PROCESS
(TASK 4.2)

Analysis of Local Plans

The Department of City Planning did a literature search for pertinent planning documents in the New York City waterfront zone. Planning reports produced by DCP and other City agencies were surveyed and four reports were selected. These reports were selected as relevant to the OCS Program, they are:

- The Economic Recovery Program Report¹;
- The Land Use and the Westside Highway Recommendations²;
- The Sunset Park Report³;
- New York City Response to Natural Disaster/ Major Oil Spillage within New York Harbor and Adjacent Waterways⁴

Economic Recovery Program

The objectives of this 5-year plan to which the City has committed itself are stabilizing business, encouraging economic growth and expansion, and attracting new industry. To meet these goals the specific objectives delineated were:

- Holding the line on business taxes in general, and reducing taxes particularly burdensome to firms in New York City;
- Creating an effective and responsive organizational structure within City government to implement the program and provide appropriate services to businesses;
- Enlisting the assistance of the private sector in the program to revitalize the economy;
- Expanding tax abatement and other financial assistance programs to stimulate industrial and commercial expansion and new construction;

1. A Technical Advisory Group from the City and Private Sector, December 1976, New York City
2. New York City Planning Commission and the New York City Transportation Administration, 1974, New York City
3. New York Department of City Planning, January 1977, New York City
4. Office of the Mayor's Emergency Control Board, January 1975, New York City

- Stabilizing energy costs;
- Cutting red tape for businesses;
- Launching a professional campaign to market the City as a place to do business;
- Developing land use policies that encourage job creation;
- Increasing City aid to small businesses;
- Obtaining a fair share of State and Federal aid for economic development programs;
- Encouraging the revitalization of commercial districts in both neighborhoods and borough centers.

A plan of action in the form of decisive strategies, resulted from these objectives. Strategies with possible OCS implications briefly discussed in this technical memorandum. In attempting to stabilize energy costs, the city is seeking lower-cost alternative sources of electric power by considering the feasibility of lower-cost electric power to tenants in City-owned industrial and commercial parks. The alternative is advantageous because the Power Authority of the State of New York (PASNY) will provide lower-cost Canadian hydro-electric power to the City in the near future.

The site of the proposed power facility is in Travis, on the west shore of Staten Island. This power plant is projected to meet the energy demands of mass transportation and industrial development. This facility may be able to serve future OCS Service Bases in New York City. The 750-acre Staten Island Industrial Park is a possible OCS site and is now being evaluated by DCP. It is in the immediate vicinity of the proposed PASNY power facility.

Lower cost energy supplies for future OCS tenants in City-owned industrial parks. It would benefit the City by making City-owned property more attractive for future industrial development.

Long Range Development of Alternative Fuels

Within the framework of the recovery plan, official City policy related to Offshore Development encourages oil and gas exploration with protective environmental safeguards. With this stated City policy, the intent is to reduce City dependence on imported oil and natural gas shortages by discovering oil and gas deposits in U.S. OCS waters. Such a discovery in New York or nearby would reduce transportation costs for oil and natural gas.

Land Use and the Westside Highway Recommendations

The Federal Government has guaranteed federal funding for improving and upgrading the Westside Highway. Planning and development of this project has begun.

The Westside Highway is a major link between the northern and western suburbs and the Central Business District (CBD). Over the years the highway has become antiquated, overused and run down.

The correlation of this project to the OCS development effort is access to the Hudson River waterfront and its facilities. It is located strategically near surface railway systems, major arterials and CBD distribution centers.

Along the Hudson River waterfront area of the 42 pier structures still standing only four are in maritime use. Three are north of 42nd Street. Current City plans for City-owned piers call for their demolition and removal except for Pier 76 near the 30th Street Yards which have developmental potential as OCS Service Bases. The complex is part of the old Penn Central Railway System.* Though it is underutilized, it still provides some service to the CBD and nearby industries. This area is the only mid-town site where rail, truck, and river nodes meet.

The Westway land use plan recommends expanded freight distribution and industrial activity for the yards. Containerport operations have been suggested. Site criteria and infrastructure coincide with OCS operational requirements. OCS and containerport freight transfer operations can co-exist in the same waterfront area after modifications. Transfer operations would benefit the rail yard by increasing activity. Conversely, the rail yard would be used more effectively and efficiently as a marine-cargo handling facility.

Because the Manhattan CBD, with deep water access and transportation complex is complemented by proximity to the financial center, business and service markets and governmental agencies, future land use considerations should include offshore drilling activities.

Sunset Park Report

The Northeast Marine Terminal and surrounding area is being developed for containerport operations. The project is now half complete. It has three stages of development (See attachment 2). Though the City fiscal crisis has left the completion date open ended, federal funds are expected to be used to continue work on it.

* A DCP summary and map of the freight Rail System is attached.

a. General Sunset Park Waterfront Area - This waterfront area has almost 500 acres of land in underutilized maritime activity. It is estimated that the activities operating now will increase in the future - employment will grow by 70%, cargo volume by 1.5 million tons. City investment will increase from \$50 million to \$175 million. Current zoning will be continued. (See Waterfront Breakdown Chart, attachment 3). DCP recommendation for OCS facilities appears in Task 8.6 of this work program.

New York City Response to Natural Disaster/Major Oil Spillage in New York and Adjacent Waterways

Summary - The City plan for handling oil spills in the New York Harbor is designed to be coordinated with and integrated with Federal, State and Municipal plans. The objective is to provide coordinated action to augment federal contingency plans. The plan provides:

- Specific assignments and duties to City agencies;
- Surveillance monitoring system;
- Emergency Control Center to coordinate and direct operations;
- Methods to assess, identify, contain, disperse and remove pollutant discharges;
- Schedules for identifying dispersant and other chemicals to be used in cooperation with Federal and State agencies;
- Reimbursement to agencies for costs incurred removing pollutant discharges.

The plan discusses Federal responsibility, policy, activities, coordination and municipal responsibility.

Conclusion - The New York City Plan is aimed at assisting federal and state authorities in inland coastal water spillages. With focus on spills originating from offshore development areas in the future. The current City emergency plan which consists of outdated procedures, information and data, should be revised and updated to include OCS related oil spills.

The United States Third Coast Guard District just recently completed a revision of the "Multi-Agency Oil and Hazardous Materials Pollution Contingency Plan" for the New York region. The City should interface its plan with the regional contingency plan.

Finally, the City should establish an effective contingency plan for oil spills. It is an opportunity for the City to devise conservation measures for saving vital energy resources, such as oil. Cost effectiveness can be realized through better utilization of public services.

N.Y.C. RAIL SYSTEM

HISTORICAL PROFILE

Until the 1960's there were two very active railroad competitors operating in New York City. (1) The New York Central system provided access to New England as well as service to the West via upstate New York. (2) The Pennsylvania Railroad (which included the subsidiary Long Island Railroad) provided service to the West and the South and, through connections with the New York, New Haven and Hartford Railroad, access to New England. The Pennsylvania system had no direct rail freight connection in New York City. It operated car floats from the west bank of the Hudson River to float bridges in Manhattan and on Long Island.

A second stratum of competition coexisted with these two larger systems. The Lehigh Valley Railroad, the Erie Railroad, the Delaware, Lackawanna and Western Railroad, and the Central Railroad of New Jersey all served the west bank of the Hudson River, operating car floats into New York Harbor. These lines were of less importance than the New York Central and the Pennsylvania Railroad systems because they served smaller regions and/or lacked important connections to the West and to the South. The Baltimore and Ohio Railroad Company operated on Staten Island through a subsidiary, the Staten Island Rapid Transit Company. This line was not competitive with the larger systems either, since it lacked direct access to most of New York City.

After World War II the fundamental character of rail freight transportation in New York City changed through railroad mergers. Penn Central Transportation Company was formed by a merger between the Pennsylvania

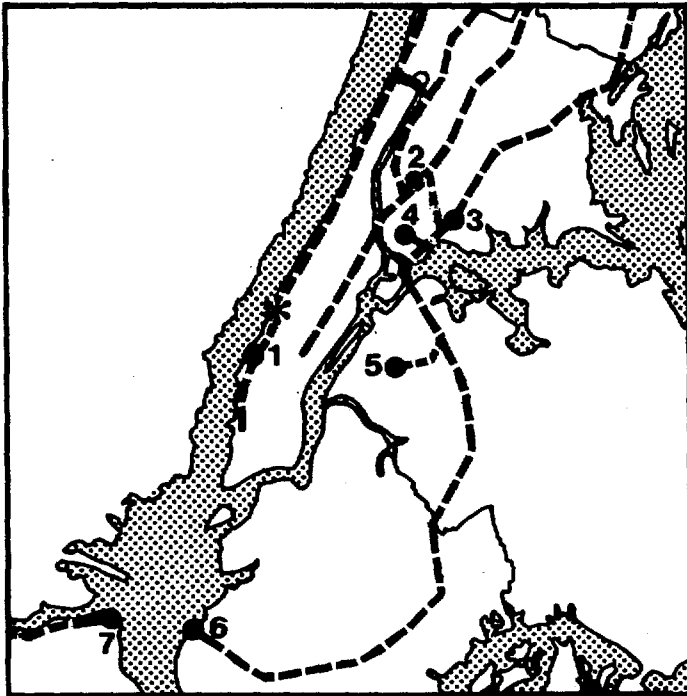
Railroad and the New York Central system. The new Corporation assumed operation of, and responsibility for the New York, New Haven and Hartford Railroad. The Long Island Railroad became a part of the Metropolitan Transportation Authority. In this fashion the two major competitors in New York City disappeared and became one system. In addition, mergers of the smaller lines occurred. The Erie Railroad and the Delaware Lackawanna and Western Railroad merged to form the Erie Lackawanna. The Baltimore and Ohio joined the Chesapeake and Ohio Railway Company later known as the Chessie System. The Lehigh Valley and the Jersey Central became less important as the other lines became larger through the mergers.

Two distinct changes in the rail freight service in New York City resulted from these rail mergers. First, basic competitive arrangements between the New York Central system and the Pennsylvania Railroad and its subsidiaries disappeared. Penn Central dominated freight traffic in the area. Second, floating became unnecessary for Penn Central. The New York Central line had direct access to New York City by rail through its yard near Selkirk, New York (near Albany). Freight from the South continued to be transported over the old Pennsylvania Railroad route.

FREIGHT TRAFFIC TODAY

Today almost all freight traffic on the ConRail System coming from the South or from the West moves through Selkirk, New York and then on to New York City via either the Hudson Division or the New Haven Division (i.e., the old New York, New Haven and Hartford Railroad).

Smaller freight operations in the area



N.Y.C. RAIL SYSTEM

* 60th Street Yards

- 1 33rd Street - 37th Street Yards
- 2 Mott Haven Yards
- 3 Harlem Yards
- 4 Oak Point Yards
- 5 Sunnyside Yards
- 6 Bay Ridge Yards
- 7 SIRT B&O Yards

FIGURE 4.1

maintain float services to connect to New York City destinations. New York Dock Railroad and Brooklyn Eastern District Terminal Railroad pick up float traffic at ConRail's Greenville Yards in New Jersey and transport the cars via water to locations in New York City. New York Dock also serves float bridges owned by the Staten Island Railroad Corporation at Saint George, Staten Island, and provides carfloat-in-lieu-of-lighterage services and lighterage services both to shipside and land locations in New York City. These two railroads are waterbound carriers serving Brooklyn and Queens and are totally dependent, at the present time, upon floating operations to service their accounts.

PASSENGER AND FREIGHT ACCESS TO NEW YORK CITY TODAY

Three lines of the ConRail System provide all overland rail access to New York City (Figure 4.1).

- (1) The New Haven Line, formerly the New York, New Haven and Hartford Railroad, enters New York City from the Connecticut shore. The New Haven Division operates passenger lines throughout Connecticut and into Boston. It connects with the old lines of the New York Central System to service the West. The New Haven's freight business diminished following World War II because a) imported oil began to replace coal for electric power generation; b) textile and light manufacturing industries in New

England moved out; and c) farm commodities switched over to motor carriers with the creation of the Interstate Highway system and the resulting truck efficiencies. By the middle fifties the only way to save the service was to require that the newly formed Penn Central take it over. Subsequently Penn Central sold the shore line of the New Haven to the Metropolitan Transportation Authority and the Connecticut Transportation Authority. These two agencies sponsor commuter services on this line. Amtrak operates through passenger service in the Northeast corridor over these same lines. In addition ConRail operates some freight service out of Selkirk to Devon, Connecticut and then on to the New Haven lines of ConRail down into New York City.

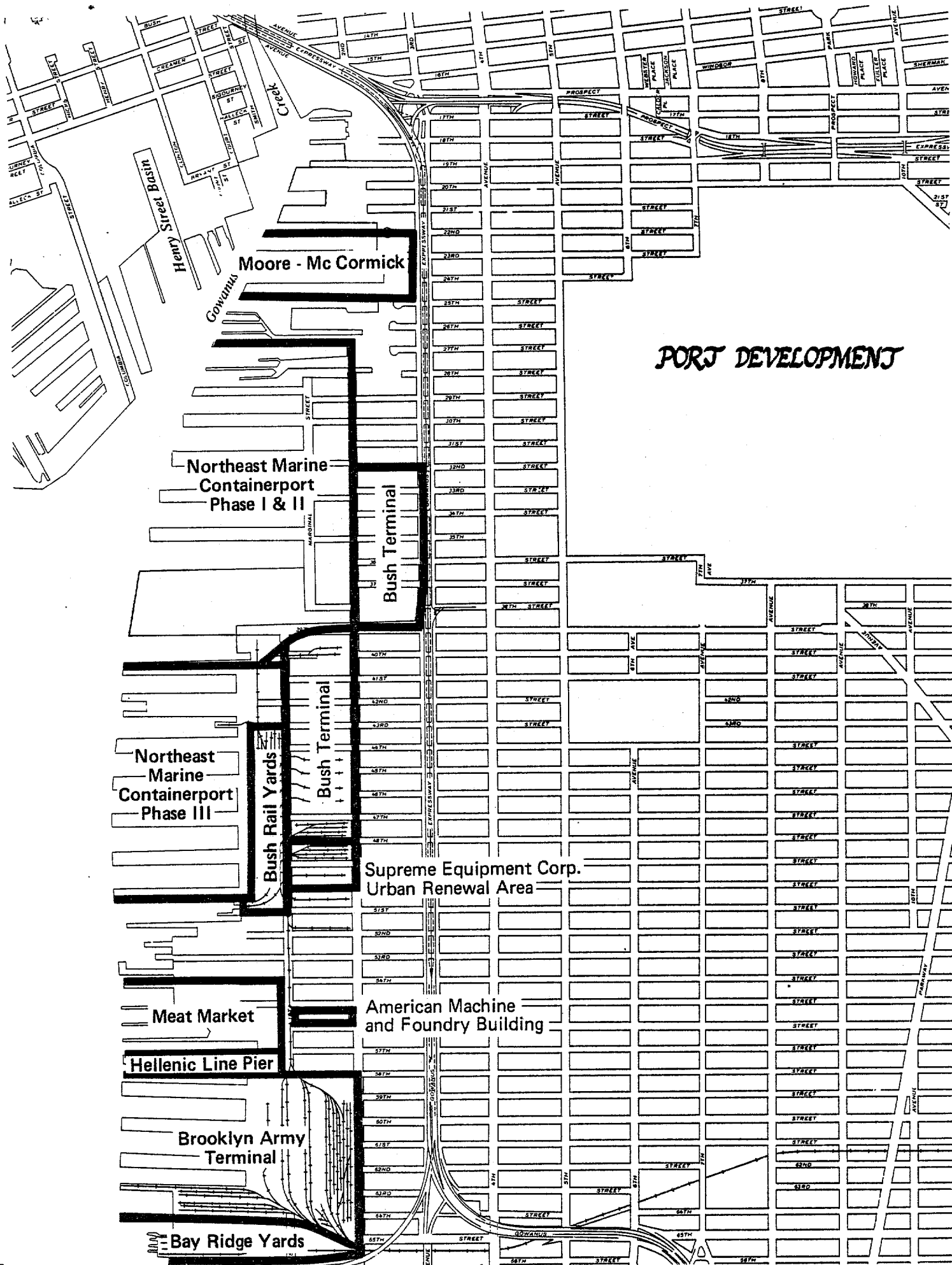
- (2) The Hudson Division of the ConRail System provides a good freight line along the grade of the Hudson River from Albany. This line consists of three and four tracks, some of which are signalled for running in both directions. Direct land access to Manhattan, the Bronx, Queens and Brooklyn is provided. There is commuter service on the Hudson Division as well.
- (3) The Harlem Division of the ConRail System provides commuter service from the north into New York City but is not used for through freight train service into New York City.

REGIONAL RAIL REORGANIZATION ACT OF 1973

In 1973 Congress passed the Regional Rail Reorganization Act to deal with seven bankrupt railroads in the northeast part

of the country. Penn Central, the main railroad serving New York City, was included. The Act provided for a planning process, and created the United States Railway Association (USRA) as the chief rail freight planning organization. USRA's mandate was to plan for the creation of a for-profit rail freight network in the Northeast. The Regional Rail Reorganization Act also provided for State and local recommendations through a Rail Services Planning Office, under the Interstate Commerce Commission. The USRA issued its "Final System Plan" for the rail reorganization which was accepted by Congress. The Plan called for the establishment of a ConRail Corporation in the Northeast as a successor to the bankrupt railroads. The West Side Freight Line is included in the ConRail System as are most of the other Penn Central freight lines and properties in New York City.

ConRail began operations April 1, 1976.



BROOKLYN COOPERATIVE MEAT DISTRIBUTION CENTER

The new Brooklyn Meat Market is located on an 18-acre site between 54th and 57th Streets, on First Avenue. It was developed under a lease between the City and the Brooklyn Cooperative Meat Distribution Center. The City's capital investment, when totally expended in 1977, will total over \$24 million. Under the net lease, the Cooperative will return to the City \$2.2 million annually. The new market replaces the outmoded Fort Greene Meat Market, located in the Atlantic Terminal Urban Renewal Area. It will contain units for 72 wholesalers within 214,000 square feet. The Department of Ports and Terminals anticipates jobs for 900 workers at the new market. Between 70,000 and 100,000 trips are expected at the facility annually. Plans are being studied to determine whether a rail spur should be built into the meat market complex with funds from the New York rail bond issue.

AMERICAN MACHINE AND FOUNDRY BUILDING

The Lutheran Medical Center is renovating the former American Machine and Foundry plant at 55th Street and First Avenue, at a cost of \$65 million. The building will be the new home of a medical center, which will generate 600 jobs in addition to the employment presently generated by other health facilities in the area.

HELLENIC LINE PIER

This privately-owned pier at 57th Street is an active breakbulk terminal. Hellenic plans to invest about \$1.4 million to improve the pier. The company also leases a pier at the adjacent Brooklyn Army Terminal.

BROOKLYN ARMY TERMINAL

The Brooklyn Army Terminal is located on a 100 acre site between 58th and 65th Streets. The Department of Ports and Terminals has submitted a letter of intent to lease, and eventually purchase, the entire site from the Federal government.

- Recommendation: The City should acquire the Terminal and plan for redeveloping it in line with the current zoning and overall development plans for the waterfront.

BAY RIDGE YARDS

The Penn Central Yards on the Bay Ridge waterfront is at the southernmost portion of the industrialized waterfront in Brooklyn.

- Recommendation: The City should study possible acquisition of the yards to develop them as an efficient and modern rail classification facility. This is necessary for the successful operation of the Overland Rail Route. If developed, the 25-acre site could also accommodate waterborne car-floats.

SUMMARY

DATE DUE

WATERFRONT PROJECTS	EST	ACRES			
	I	LAND	LAND UNDER WATER	TOTAL	
Brooklyn Meat Market 54-57th St. and 1st Ave.	(i	18	12	30	
Bush Rail Yards 43-54th Street		11.4		11.4	
	GAYLORD No. 2333	PRINTED IN U.S.A.			
Moore McCormick Piers	\$ 10.8	\$ 10.8	11	11	22
NE Marine Terminal	\$ 94.1		213	57	270
Phase I 33-39th St	\$ 28.5	\$ 28.5	15	10	25
Phase II 28-33rd St.	\$ 23.5		88	27	115
Phase III 40-50th St.	\$ 42.1	8.5	110	20	130
Bay Ridge Yards 58-65th St.	\$ 3.1		25	8	33
Brooklyn Army Terminal	\$ 25		71	29	100



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